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ABSTRACT

This literature review and analysis of the problem of building community confidence focuses on the work of the Phi Delta Kappa (PDK) Commission on Developing Public Confidence in Schools. Approaches to confidence building are categorized as: communications, concentrating on expanding communications one-way between school and the home; public relations and seeking public involvement through opinion polls; and marketing, an extension of public relations that targets specific segments of the total audience for information. Assumptions, strategies, advantages, disadvantages, and leading advocates for each approach are tabulated. Relevant literature is outlined in a table summarizing the public relations, school-community relations, or communications practices/techniques described in the studies cited and categorizing communications practices in terms of learning style and action level. This summary of research identifies a heavy reliance on the mass media that is interpreted as reflecting the needs of efficiency, one-way flow of information, and reaching all members of the community. After a description of a PDK commission survey exploring public perceptions of factors causing gains and losses of confidence in the schools, the article concludes with an update of commission activities. Appendixes include a seminar model for expanding confidence-building efforts, and a table of categories, definitions, and examples. (MJL)

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PUBLIC CONFIDENCE IN PUBLIC EDUCATION: A GROWING CONCERN IN THE 80'S (MSERA: NASHVILLE, 11/83)

C. M. ACHILLES

M. N. LINTZ

EA 016 534

Public Confidence in Public Education: A Growing Concern in the 80's (MSERA: Nashville, 11/83)*

American education is under intense scrutiny in 1983. (Note Education Under Study, as an example.) The consensus seems to be that education is due for some serious reform, reanalysis and revision. At the same time education is receiving vast amounts of media exposure and becoming politically "alive." For one reason or another it's education's time to be on the ascendency in the political arena. This ascendency has been a cyclical phenomenon, at least as far as national attention and politics seem to be concerned.** Public concern for education is not a new phenomenon, however. The history of American public education is full of public concern and involvement. Public education's major governance structure, the lay board of education, is symbolic of this public involvement. Education also has been the subject of continuous and scientific opinion polling.

In 1969, the Phi Delta Kappan published the first Gallup Poll of the Public's Attitude Toward the Public Schools. In 1983, the September Kappan reported the 15th annual Gallup Education Poll. Elam (1983) compiled a summary of the 15 education polls. His summary shows that the most frequently cited problems of the public schools have changed little over the last 15 years. For example, except for 1971 discipline was listed as the number one school

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**Previously Achilles traced relationships between federal or political involvement in education and crises (such as wars, depression, inflation) from 1785 to the present. "Pacem in Terris...?", Journal of Irreproducible Results, 22, 3 (1976), pp. 20-21 and UCEA Review, XVIII, 3 (May, 1977), pp. 34-36, among other places. (See Appendix A. Revised 10/83.)

EA 016 536

problem and high on the list have been finances, teachers, drugs, and curriculum standards (Elam, 1983: 26-30).

One consistent finding of the Gallup surveys, however, has been less obvious. One question really assesses people's confidence in education as shown by their rating or "grading" of schools on a scale from A through F. In 1983, 31 percent of the respondents gave the schools an A or B (but in 1974, 48% did). However, the percent assigning D's and F's has grown from 11 in 1974 to 20 in 1983; the two figures show a dramatic decline. Put another way, good grades had an advantage over bad grades in 1974 by about 37 points (48 to 11), but by 1983, the good outweighed the bad by only about 11 points (31 to 20), and there was a decline in "Good" from 48 to 31 (17 points).

A spate of reports and studies of education and the schools has appeared in 1983. "A Nation at Risk," the report of the National Commission on Excellence in Education, may be the most familiar of these reports. Education Under Study (Griesemer and Butler, 1983) summarizes eight of the major studies and shows that three themes for improvement run through all eight studies: curriculum issues; concerns about teachers and teaching; and concerns about students and learning (p. 5). An additional indication of the concern for declining confidence was the formation by Phi Delta Kappa of a special commission (The Commission for Developing Public Confidence in Schools, W.W. Wayson, Ohio State University, Chairman) to review the problem of declining public confidence and to provide suggestions to help build the public's confidence in their schools. At present the Commission plans to prepare a Handbook on building public confidence in the schools and a Directory of schools that have, or seem to have, generated a great deal of confidence from their publics (more on this later). Appendix B provides some information on the Commission and a list of members.

The Confidence Problem

Confidence is a relatively new term in the education sector. The concept of confidence has been with us for some time, however. Graduate schools have had courses on school-community relations or the politics of education. Teacher preparation programs have had courses or sessions on parent-teacher conferences, public involvement in schools, seeking and coordinating outside resources for the classroom. Schools have had open houses, booster clubs, parent-teacher-student organizations, etc. The notion of confidence and the need for building a positive image of schools and education have long been part of the craft knowledge of education. Recent events have caused people to focus on these concerns.

For purposes of this analysis, approaches to confidence building have been divided into three categories. These three categories, in approximate chronological order of their appearance and advocacy are: Communications; Public Relations (PR); and Marketing. This order also seems to identify the amount of involvement, or the intensity of interactions between the school and the audience it is trying to influence.

According to Philip Kotler at Northwestern University, the most frequently quoted definition of public relations (PR) is the following:

> Public relations is the management function which evaluates public attitudes, identifies the policies and procedures of an individual or an organization with the public interest, and executes a program of action to earn public understanding and acceptance.

The PR function can be considered as separate but equal to or overlapping marketing and communication dimensions of an organization. Some see these as the same function or one as being more important than the other. What are the relationships among these three approaches when applied to school confidence-building efforts? Figures 1-3 on the following pages are provided

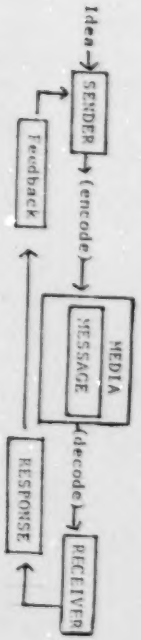
as a basis for exploring, comparing and analyzing three major approaches to confidence-building efforts in the schools.

There seems to be a pattern to the public confidence effort. Traditionally it has been dealt with on a cognitive and "rational" basis. It was seen as a matter of "communications." This was exemplified by the school-community relations approach that advocated newsletters, home visits, open houses, etc. This was based on opening and expanding communications between the home and school. The communications approach relies on a rational-empirical approach to change. It attempts to put forth straight-forward data and explanations and counts on people to make rational choices based on the information. It relies heavily on one-way communication processes. Figure 1 presents a summary of the communications approach to "confidence." This figure (and several others to follow) displays the major elements of the communications approach in columns: assumptions; strategies; advantages and strengths; disadvantages and weaknesses; and advocates.

Next in the chronology and in intensity of effort and interaction is the public relations (PR) mode. This approach combines the rational-empirical and the normative-re-educative processes of change. Public interest and involvement are sought through public opinion polls and needs-sensing approaches that result in data which become part of the process. Programs, packages, and services are designed and presented to the people in a sort of "Well, this is what you asked for" mode. In so doing, there is anticipation that there will be some public "give" in return for the positive accomplishments of the PR approach. Figure 2 presents a summary of the PR approach to "confidence."

The third approach to confidence building is called marketing. This term is not very familiar to educators. It is borrowed from the private sector and may rely on strategies and approaches that have traditionally been avoided

COMMUNICATIONS



Kotler: 355 (Adapted)

Basic Assumptions	Basic Strategies	Advantages Strengths	Disadvantages Weaknesses	Leading Advocates
All people understand" People tend to make rational decisions Reasonably Simple Model: Message Medium Sender Receiver Feedback	Single-channel, but diverse channels (e.g.) Press release Newsletter News story (media) Open House "Good News" note Bond Elections One-way info. flow One-sided story "Left-brained" or cognitive orientation Conferences (parents) Involvement Preparation of Studies Rational-Empirical Approach to change Community Education and Community School	Considerable Research Base Models and Theory "Natural" function of People Socially respectable to communication Some coalitions exist (PTA, NSBA) Planned national meetings and agendas Scheduled publications (There are some delivery systems) Primary reliance on one-way and highly cognitive appeals to intelligence. Involvement in School on school's terms	"Familiarity" Presumption of understanding Delivery systems (not diverse or imaginative) Time-consuming (if done correctly) Lack of attention to research and to planning for purpose (seldom a clear notion of purpose) Often only negative or threating (e.g., more taxes, report cards) Audience/consistuency are usually limited to parents Jargon/argot/cant Hit or miss approach Lack of any affective or connotative approach; rely only on cognitive. Dissemination provides information but does not always lead to behavior change.	Professional groups AASA NSPRA NSBA Info systems (ERIC) L. Stiles P. West Many profs (e.g., classes on school/community relations) Articles on school/community relations are plentiful. Community Education groups; community education legislation

Figure I. A summary of the Communication Approach to "Confidence."

	Basic Assumptions	Basic Strategies	Advantages Strengths	Disadvantages Weaknesses	Leading Advocates
Public Relations is the management function which evaluates public attitudes, identifies the policies and procedures on an individual or an organization with the public interest, and executes a program of action to earn public understanding and acceptance. ("Public Relations News," October 27, 1947)	Public relations is primarily a communications tool. Public relations seeks to influence attitudes. Public relations does not define goals of the organization.	Identify target publics, both primary and secondary. Measure public's attitudes/opinions. Assemble data and set goals for establishing an image. Implement PR activities. Evaluation activities. A combination of Normative Re-educative and Rational-Empirical Approaches to Change	Emphasis on person-to-person contact. Allows for a variety of media and tools (written material, audio-visual material, news, events, speeches, telephone, etc.) Involvement in schools The school maintains control: schedule, etc.	Expenditure of public funds for the function. Shows only one side-usually the positive. Tries to make a point. Not refined-does not reach across publics.	Edward L. Bernays Phillip West Don Gallagher

Figure 2. A summary of the Public Relations (PR) Approach to "Confidence."

	Basic Assumptions	Basic Strategies	Advantages Strengths	Disadvantages Weaknesses	Leading Advocates
Marketing is the analysis, planning, implementation, and control of carefully formulated programs designed to bring about voluntary exchanges of values with target markets for the purpose of achieving organizational objectives. (Philip Kotler, Marketing for Nonprofit Organizations)	Marketing is a communication tool. It includes needs assessment development, and dissemination. Marketing tries to elicit specific behaviors, such as voting, joining, volunteering, etc. Marketing is closely involved in defining the business mission, clients and services. New forms of engagement with different sectors of the community.	Studying the markets needs. Designing appropriate programs and services to suit those needs. Implementing the plan. Segmenting the market.	Can improve satisfaction in target audience by understanding their needs. Attracts various resources including volunteers, funds and public support. Improves systems for developing and disseminating services. Total organization orientation. What is learned should feedback into program changes and development. Decrease resistance between people and schools.	Wastes public's money. Often intrudes itself into people's lives. It is manipulative. Primarily cognitive, with catchy approaches, but still with minimal use of affective or conative strategies. Little training Little understanding "Distaste" for this	Philip Kotler Charles Weinberg Christopher Lovelock Currently some national groups are beginning to lean in this direction.

Figure 3. A summary of the Marketing Approach to "Confidence."

by educators for a variety of reasons. Marketing is an extension of the PR approach in that it is built upon a base of data gathered through needs-sensing strategies. Important segments of the total audience are targets for specific information or strategies; advocacy groups are sought for specific programs or points of view. This approach involves trade-offs. (Figure 3)

All of the three categories of "confidence building" rely primarily on cognitive approaches; there is little reliance on affective-oriented efforts or psychomotor (conative). It seems that only one domain gets the bulk of the attention--cognitive. Figure 4 portrays some key variables relating to ways of impacting knowing and acting as these influence confidence. It is apparent that creative procedures for improving confidence remain to be explored and used (See Appendix C for ideas on expanding the confidence-building modalities.)

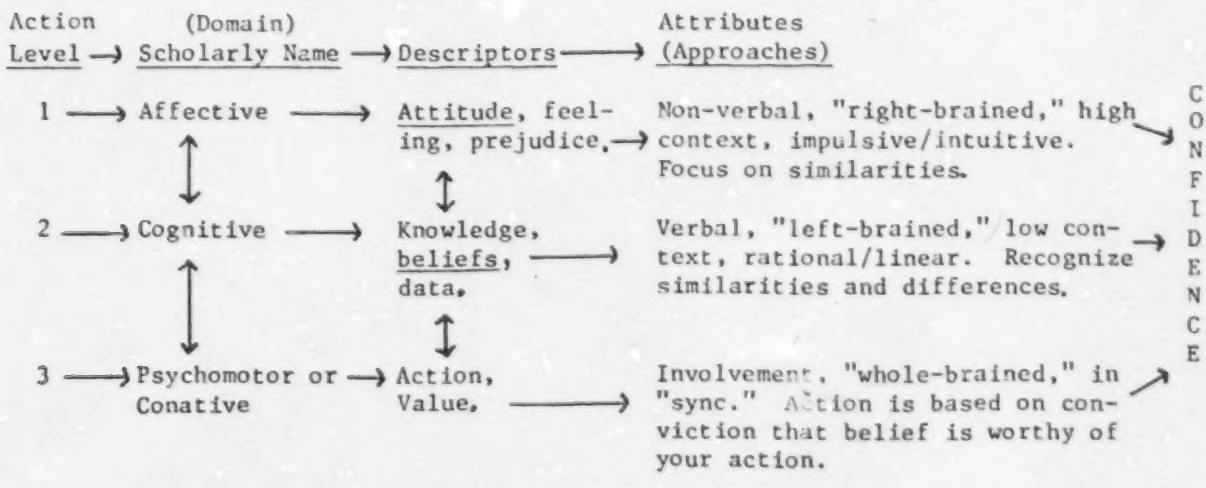


Figure 4. Paradigm suggesting forces and interrelationships relating to knowing and acting as these influence "confidence"

Initial Review of Literature and Studies*

A literature search identified 14 studies (i.e. research and demonstration as opposed to articles describing one "successful" approach) pertinent for the purposes of this review. Table I provides a summary of the PR, school-community relations or communications practices/techniques described in these studies. A first attempt has also been made to categorize the practices and techniques into learning styles (Appendix C) and the action level(s) from Figure 4, p 8. The heavy reliance on cognitive approaches (action level 2) and primarily cognitive learning styles (I, II, III) is apparent. Including multiple entries, there are 49 entries for cognitive (action level 2), 15 for affective (action level 1) and 12 for psychomotor (action level 3). Again, tabulating multiple tallies, there are 71 cognitive styles (I, II, III), 24 affective styles (V, VI, VII) and 15 both (IV). Entries under 30, Information form, were not included in these tabulations.

Table I also shows that at least 12 of the 14 studies identified five practices or techniques (these could be collapsed, although the practices were listed separately): newspapers, news releases to papers, letters to editor or news columns, radio/tv, and news releases to radio/tv). This heavy reliance on the mass media reflects the need for efficiency (e.g., low cost for wide coverage), for dissemination or one-way flow of information, and for reaching all portions of the community, not just parents. This is important since somewhat less than 30 percent of the population have children in the public schools. After this unanimity on five practices or techniques, there is a dramatic fall off to five, and then four, of the 14 studies mentioning the same specific techniques.

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*Work done by M. N. Lintz for the PDK Commission. This is the first compilation of studies.

STUDY OR PUBLICATION NAME/AUTHOR/DATE

STUDY OR PUBLICATION NAME	AUTHOR	DATE
A. School Communications: Ideas That Work	Hagin, Grazian, Harrison	1972
B. "A Study of Public Information Practices among Selected School Systems of the United States"	Norman	1972
C.	National Education Association	1978
D. "The Effectiveness of Communication Media Used in Tennessee Public School Systems"	Hyder	1979
E. "The Origin of Ohio Households' Opinion About Public Education"	McGeever	1979
F.	Gallup	1980
G. "Put the Public Back into School P.R."	Holliday	1980
H. "Opinions of Michigan Citizens about the Public School"	Technical Assistance Center, Ingham Intermediate School District, Mason Michigan	1981
I. "Building Confidence in Education"	Lewis Armstead	1982
J. "School Public Relation: Communicating to the Community"	Kinder	1982
K. "National School Public Relations Association Shape of Education Kit"	Wherry, Executive Director	1983
L. "Building Public Confidence in Our Schools"	American Association of School Administrators	1983
M. "Community Education and Implication to Leadership"	Hental	1983

TABLE I

IDENTIFIED PRACTICES/TECHNIQUES IN SCHOOL PUBLIC INFORMATION/COMMUNICATIONS STUDIES AND/OR PUBLICATIONS

PRACTICES/TECHNIQUES	STUDY OR PUBLICATION NAME/AUTHOR/DATE															TOTAL	I*	II**
	/A/	/B/	/C/	/D/	/E/	/F/	/G/	/H/	/I/	/J/	/K/	/L/	/M/	/N/				
1. Newspapers	X	X	X	X	X	X	X	X	X	X	X		X			12	2	I
2. News releases to newspapers	X	X	X	X	X	X	X	X	X	X	X		X			12	2	I
3. Letters to Editor or Newspaper Columns	X	X	X	X	X	X	X	X	X	X	X	X	X			13	2	I
4. Radio/TV Programs	X	X	X	X	X	X	X	X	X	X	X	X				12	2	II,1
5. News release to radio/TV	X	X	X	X	X	X	X	X	X	X	X	X				12	2	II,1
6. Press conferences or interviws				X					X	X						3	2	II,1
7. Public Service Announcements				X		X			X	X	X					5	2	II,1
8. Direct mailings					X				X	X						3	2	I
9. School building/district publications									X				X			2	2	I
a. school newsletters	X			X					X							3		
b. school magazines	X			X					X							3		
c. school systems newspaper	X			X					X				X			4		
d. yearbooks	X			X					X							3		
e. fact sheets about schools	X								X		X					3		
f. handbills									X		X					2		
g. employee manuals	X								X							2		
h. handbooks	X								X							2		
i. booklets	X								X							2		
j. announcements in community publication	X							X	X		X					4		
k. communication guidebooks									X							1		
l. article reprints									X							1		
m. maps	X								X							2		
n. special reports	X								X							2		
o. brochures	X								X							2		
p. research studies of community attitudes/public opinion				X												1		
q. pay envelop/report & stuffs	X								X							2		
r. bumper stickers							X		X							2		
s. posters	X								X							2		
t. tee shirts							X		X							2		
u. wallet size school calendars	X								X							2		
10. Photos	X											X	X			3	1	IV
11. Telephone calls									X	X		X				3	2	III
12. Tapes	X								X							2	2	II
13. Films, filmstrips & slides about schools/school activities	X			X					X							3	1	IV
14. Displays in community	X			X			X		X				X			5	1	IV
15. Bulletin boards	X						X		X				X			4	1	IV
16. Marquees							X		X							2	2	I
17. Parent-teacher-student association and other parent groups	X			X				X								3	1,3	III,V
18. Teacher-parent conferences	X			X					X	X			X			5	2	III
19. School information center	X			X					X							3		

*I Action Level (from Figure 1 p. 8)
**II Primary Learning Style (from Appendix C)

TABLE I (continued)

PRACTICES/TECHNIQUES	STUDY OR PUBLICATION NAME/AUTHOR/DATE A	B	C	D	E	F	G	H	I	J	K	L	M	N	TOTAL	I*	II**
20. Open meetings/forums	X			X					X		X				4	1,3	III, VII
21. Open house	X			X					X		X		X		5	all	all
22. Visitation days													X		1	all	all
23. Open school board meetings	X			X					X				X		4	2	III
24. Coffee klatches/meeting in homes	X						X								3	all	all
25. Lunch at school with different groups/people	X						X								4	all	all
26. Inservice meetings	X								X						3	2	I-IV
27. Speaker bureau	X			X			X		X						4	2	II
28. Speeches to groups featuring school officials				X					X						2	2	II
29. Advisory Committee	X			X					X						3	2	I-III
30. Information form:																	
a. word-of-mouth								X	X						2		
b. teachers			X		X				X						3		
c. student/children			X		X				X	X					4		
d. administrators			X		X				X						3		
e. other school staff					X				X						2		
f. parents									X	X					2		
g. grandparents									X	X					2		
h. neighbors/friends			X		X				X						3		
i. school board members	X		X						X						3		
j. volunteers									X						1		
k. senior citizens									X	X					2		
l. welcome wagon									X	X					2		
m. personal observation								X	X						2		
n. key communicators -- influence groups (barbers, beauticians, real estate offices, etc.)	X								X	X					3		
o. community representatives on school committees				X					X						2		
31. Brainstorming sessions with teachers & community	X						X		X		X				4	2	I-III, VI
32. Golden age cards (free admission for senior citizens) and visiting senior citizen	X						X		X						3	3	III, VII
33. Suggestion boxes	X								X						2	2,3	III
34. Community resource file	X								X						2	2	
35. Guidance/administrative services offered at night	X								X						2	2,3	III, VII
36. Special programs at night (back to school night/chorus programs/ orientation programs)	X														1	all	all
37. Designated days/weeks/celebrations	X								X						2	all	all
38. School theme or slogan									X						1	1,2	
39. Seminars													X		1	2	I-III
40. Student classroom displays/ demonstrations													X		1	1,2	all
41. Day care centers													X		1	all	all

* I Action Level (from Figure 4 p. 8)
** II Primary Learning Style (from Appendix C)

The relative dearth of practices and techniques in action levels 1 and 3 and in learning styles IV, V, VI, VII offers some interesting possibilities for expanding and improving the confidence-building techniques for schools and educators. For example, what approaches can be entered into various cells of the matrix appearing in Appendix C?

The Commission's Early Steps at Data Gathering*

The PDK Commission took several steps to generate some data to show what caused people either to gain or to lose confidence in education and schools. One step included an extensive review of literature and prior research. A second step was the "unscientific" survey described here.

Each commission member was given some survey cards (Figure 5) and asked to obtain responses from various sources (graduate classes, parents, school personnel, etc.). Responses were elicited to open-ended questions. These responses were then classified or categorized into 23 categories for each of two conditions: 1) things that cause people to GAIN confidence and 2) things that cause people to LOSE confidence in the schools. Responses were admittedly from areas where commission personnel resided (Ohio, New Jersey, Tennessee, Indiana) and they were not random. However the 148 respondents provided a rich cross section of people and some helpful information that is guiding the development of more detailed data-gathering instruments. Table II provides some demographic information on the respondents.

A review of the sample shows that approximately 44 percent were parents, about 55 percent were female, about 13 percent were minority, about 36 percent were from large cities, and about 72 percent claimed to know the school or district well (a better informed group than average). About 56 percent of the respondents (n=81) had professional positions in education.

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*Work done by N.M. Lintz for PDK Commission.

PHI DELTA KAPPA COMMISSION ON DEVELOPING PUBLIC CONFIDENCE IN EDUCATION

The following questionnaire asks you to make some comments which will help us learn what makes people have -- or not have -- confidence in a school or school district. Please fill out both sides of the card. You may focus on one public school or on one public school district.

FOR COMMISSION USE ONLY; DO NOT WRITE HERE

1. Please indicate your focus below: 1.....
   .... I am thinking about a single public school.
   .... I am thinking about a whole school district.
   .... I am thinking about both a school and a district.

2. My relationship to the school or district is: 2.....
   .... Parent of a child in the school or district.
   .... Student in the school or district.
   .... Parent, but no child in the school or district.
   .... Member of community -- no children in school or district.
   .... Other .....

3. My school or district is: 3.....
   .... In a large city.
   .... In a small town.
   .... In a suburban area of a large city.
   .... In the country.
   .... Other .....

4. .... I know the school well. .... I don't know the school very well. 4.....

5. My occupation is ..... 5.....

6. Age: ..... 6.....

7. Sex: M..... F..... 7.....

8. Race: ....

PLEASE TURN THIS CARD OVER AND ANSWER QUESTIONS THERE.

Please be as specific as possible on questions 9 and 10. Think about your own experience and write down anything that comes to your mind.

DO NOT WRITE IN THIS SPACE

9. I GAIN CONFIDENCE IN MY SCHOOL OR SCHOOL DISTRICT WHEN: GAIN

(a) ..... 9a.....

(b) ..... 9b.....

(c) ..... 9c.....

(d) ..... 9d.....

(e) ..... 9e.....

(f) ..... 9f.....

(g) ..... 9g.....

(h) ..... 9h.....

10. I LOSE CONFIDENCE IN MY SCHOOL OR SCHOOL DISTRICT WHEN: LOSS

(a) ..... 10a.....

(b) ..... 10b.....

(c) ..... 10c.....

(d) ..... 10d.....

(e) ..... 10e.....

(f) ..... 10f.....

(g) ..... 10g.....

(h) ..... 10h.....

If you need more space, use another card or paper and show that it is part of this card. Be sure you have completed items 1-8 on the other side of this card. Thank You for helping.

Figure 5. Front and back of the form used by the PDK Commission for Developing Public Confidence in the Schools to obtain initial information on things that cause people to gain or lose confidence in schools or education.

TABLE II

Demographics of Respondents (N=148)

No Response (N/R) and missing data were not used in computing frequency percentages.

1. Focus	N	%
N/R	1	-
Single school	50	34.0
Whole district	44	29.9
School and district	40	27.2
Education in general	13	8.8

2. Age	N	%
N/R	6	-
Up to 30	30	21.1
31-40	62	43.7
41-50	33	23.2
Over 50	17	12.0

3. Relationship to the school or district	N	%
N/R	1	-
Parent of school child	59	40.1
Student	6	4.1
Parent (child not in this school)	12	8.2
Community (not parent)	39	26.5
Teacher/Admin.	23	15.6
Other	8	5.4

4. District is:	N	%
N/R	2	-
Large city	53	36.0
Small town	30	20.5
Suburban	46	31.5
Country	9	6.2
Medium city	4	2.7
Other	4	2.7

5. Know district:	N	%
N/R	13	-
Well	98	72.5
Not well	37	27.5

6. Occupation	N	%
N/R	4	-
Hi. Ed. Teacher	15	10.4
Hi. Ed. Adm.	4	2.8
Other teacher	32	22.2
Other adm.	18	12.5
Grad.. college student	12	8.3
Business	25	17.4
Aide,	11	7.6
Secretary, parent, etc.	25	17.4
Other	2	1.4

7. Race	N	%
N/R	6	-
B	18	12.6
W	124	87.4

8. Sex	N	%
N/R	2	-
M	65	44.5
F	81	55.5

Respondents to the preliminary survey were asked to complete the following open-ended statements (see figure 5, p. 14):

(1) I gain confidence in any school or school district when:

(2) I lose confidence in my school or school district when:

Similar responses to the statements were grouped and categories assigned in order to facilitate management and understanding of the large number of responses. (Category definitions and example statements are located in Appendix D).

Table III lists the number of times each of the 23 categories was chosen and the number of people choosing each category in both the gain and loss lists. Ranks were assigned accordingly. The teacher attitude category ranked the highest with 74 people choosing it 109 times in the gain lists and 108 people choosing it 76 times in the loss lists. The communication and academic performance categories tied for the second highest ranking in the gain lists with 57 of the 148 respondents choosing each. Administrator attitudes ranked second in the loss lists with 76 of 148 choosing it 55 times. The administrator attitudes category ranked the third highest in the gain lists with the number of times chosen (84) and the fourth highest in number of people choosing with 56 of the 148 respondents choosing it. The decision making processes category ranked third highest in the loss lists with 43 of 148 people choosing it 62 times. The teacher attitudes category ranked highest people choosing (76) and in number of times chosen (108) in the loss lists. Administrator attitudes ranked next highest in both categories. Staff quality was fourth on the loss list for people choosing, but community attitudes was fourth on number of times chosen. Student attitudes ranked fifth in the gain lists in the number of times chosen (66) and in number of people choosing (47 out of 148). Discipline ranked the fifth highest in number of times chosen (34), but the communication category ranked the fifth highest (45) in the loss lists with 45 of 148 choosing it.

This preliminary survey raises some questions which, if they are borne out in the total study, may help us as we attack the confidence issue.

Table III

Preliminary Confidence Survey Categories According to

Gain/Loss: Number of Times Chosen and Number of People Choosing and Ranks

	GAIN				LOSS			
	No. of Times Chosen	Rank	No. of People (of 148) Choosing	Rank	No. of Times Chosen	Rank	No. of People (of 148) Choosing	Rank
1. Communication	89	2	57	2	45	5	30	9
2. Community Involvement	45	6	35	7	13	16	11	15
3. Academic Programs	44	7	38	6	17	12	16	12
4. Non Academic Programs	9	16	9	16	8	18	8	18
5. Student/Teacher Ratio	1	22	1	22	5	21	5	21
6. Career/Higher Education Readiness	13	15	12	15	7	20	6	20
7. Staff Quality	40	9	32	10	43	6	35	4
8. Instructional Quality	39	10	34	9	29	10	19	10
9. Materials/Equipment	8	17	8	17	14	14	11	15
10. Buildings/Facilities	15	12	14	12	21	11	17	11
11. Teacher/Administrator Ratio	0	23	0	23	0	23	0	23
12. Discipline	14	13	14	12	39	8	34	5
13. Academic Performance	75	4	57	2	40	7	33	6
14. Student Attitudes	66	5	47	5	39	8	32	7
15. Teacher Attitudes	109	1	74	1	108	1	76	1
16. Administrator Attitudes	84	3	56	4	76	2	55	2
17. Community Attitudes	43	8	35	7	48	4	32	7
18. Decision Making Processes	28	12	24	11	62	3	42	3
19. Funding	8	17	8	17	16	13	15	13
20. Politics	5	20	5	20	12	17	10	17
21. Equal Opportunities	6	19	6	19	8	18	7	19
22. Salaries	2	21	2	21	2	22	2	22
23. Miscellaneous	14	13	14	12	14	14	12	14

Note, for example, that teacher attitudes and administrator attitudes are high in both gain and loss categories. Good teacher/administrator attitudes cause people to gain confidence, and poor attitudes cause people to lose confidence. This is a human relations factor and attitudes are an affective element (yet we constantly focus on cognitive issues in our preparation programs). Is this an "intangible" roughly equivalent to the doctor's "bedside manner" and lawyers' "courtroom presence"?

Other points of interest are where there are large differences between the gain/loss results. Note that good discipline does not necessarily engender a gain in confidence (rank 14, 12 in gain), but that poor discipline seems to cause a loss in confidence (rank 5, 8 in loss). In a similar vein, poor decision-making processes cause a loss in confidence, but good decision-making processes are only so-so in causing a gain in confidence.

Table IV shows the top five ranked categories by number of times chosen for selected characteristics of the sample for both gain and loss.

Responses in the gain and loss categories have been ranked by number of times chosen for selected groups of respondents such as male/female, black/white, and know school or school district well/not well (top five ranks are shown in Table IV). Note that either category 15 (teacher attitudes) or 16 (administrator attitudes) rank consistently the highest in the top five ranks. In terms of gain in confidence, males chose responses related to administrator attitudes more often (49 times) than females, and females chose responses related to teacher attitudes more often (59 times) than males. Both males and females chose responses related to teacher attitudes the highest number of times in the loss lists. Both blacks and whites gave responses related to teacher attitudes in the gain lists; however, blacks gave responses related to administrator attitudes, and whites gave responses related to teacher attitudes in the loss lists.

The highest number of people who said they knew the school or school district well gave responses related to teacher attitudes the highest number of times. The

groups that said they knew the school or school district well and not well in both the gain and loss lists had responses related to teacher attitudes more times than other categories. Administrator attitudes ranked second highest in the loss lists, while communication ranked the second highest among the respondents who said they did not know the school well.

Seemingly important and high ranking categories among the top five ranks included academic performance, student attitudes, administrator attitudes, community attitudes, decision-making processes, staff quality, instructional quality, discipline, and miscellaneous responses. Communication, staff quality, and community attitudes tied for the fourth highest rank in female loss lists after top-ranked teacher attitudes, then administrator attitudes, and decision making processes in that order. Teacher attitudes and administrator attitudes categories come out on top again. The different categories related to attitudes clearly dominate the top five rankings, perhaps indicating a shift away from the straight-forward cognitive emphasis and toward a more attitudinal angle to the confidence issue in public education.

TABLE IV

Top Five Ranked Categories (of 23) For Gain and For Loss By Number of Times Chosen For Selected Groups of Respondents (Categories from Table III, p. 17 and/or Appendix D)

GROUPS		GAIN Categories (# times chosen)					LOSS Categories (# of times chosen)				
		RANK									
	N	1	2	3	4	5	1	2	3	4	5
Male	65	16(49)	15(48)	1(45)	13(39)	14(29)	15(56)	16(45)	18(32)	17(25)	14(22)
Female	81	15(59)	1(41)	16(39)	14(37)	13(34)	15(51)	16(30) 18(30)		1(23) 7(23) 17(23)	
Black	18	15(16)	16(15)	13 (7)	1 (6) 7 (6) 17 (6)		16(13)	15(11)	12 (8)	18 (6)	23 (5)
White	124	15(87)	1(76)	16(72)	13(64)	14(57)	15(89)	16(61)	18(56)	17(45)	1(40)
Know Well	98	15(76)	1(67)	16(66)	13(45)	14(42)	15(74)	16(56)	18(51)	17(40)	7(35)
Not Know Well	37	15(22)	13(21)	14(17)	1(16) 16(16)		15(25)	16(16)	13(14)	8(13)	14(11)

Brief Update on Commission Activities

The Commission on Developing Confidence in the Public Schools had, by October, 1983, identified the procedures that it will follow in completing the requirements as stated in the proposal establishing the Commission. Schools that have been identified through a variety of sources as having considerable confidence (that is, as being schools in which the school communities express and demonstrate confidence as shown through such things as passing tax levies, parental involvement, etc.) will be used as a sample from which the Commission will obtain information about techniques and processes to establish this confidence. As of mid-October, 1983 over 70 districts in 43 states had been nominated. A questionnaire developed by the Commission will be the primary vehicle for obtaining information. There will be follow up interviews, and phone calls to key schools.

Additionally, the questionnaire will be sent to a selected group of schools being used in another study of national scope. This study which has identified outstanding schools has collected a vast array of information, and has done extremely intense and concentrated data collection at a few sites. A sampe of these schools will also respond to the Commission on Confidence's questionnaire, and the data will be used by the Commission for comparison purposes.

Data collection will occur on a timeline to allow for analysis to begin in March, 1984, with a draft of the Handbook to be completed by May. A completed document is anticipated by early fall, 1984.

The Handbook will identify procedures that school systems may use to help raise confidence in the public schools and will provide samples of procedures and materials. There will also be a Directory of schools which have outstanding confidence so that the people may contact or visit those schools. The Handbook and Directory will be in a format similar to the PDK Handbook and

Directory related to improving discipline in the schools.

Handbook format currently calls for a blend of theory with practice. For example, there may be a brief discussion of the theory that underlies confidence and various school-community practices followed by examples of how these theories have been put into practice in districts that have established strong records of public confidence. A second example of the theory-practice blend will be the use of descriptions of things that generate public confidence (e.g., clean buildings/facilities) and then techniques for obtaining the desired state (of facility cleanliness). One example of getting and maintaining clean facilities is the "Graffitti Gobblers" effort of the Franklin Elementary School in Newark, New Jersey. Another is the positive approach to clean buildings embodied in the "effective schools" implementation of Project SHAL in sections of St. Louis.

It may be that Confidence in schools is generated through Competence and Care shown by school people in sites that demonstrate Comfort and Cleanliness. These messages are transmitted to the public by Clear, Cogent and Concise means. Developing confidence may be easy, U.C.

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APPENDICES

Inter alia.... pacem in terris[1]

UCEA Review XVIII, 3 (May 1977)

by C.M. Achilles
University of Tennessee

For NCPEA, 1979.
Edmonton, Alberta.
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Several sources. IBID.

Educators and researchers have been complaining. The flow of education and research funds is but a trickle. In popular parlance, educators and researchers want a larger piece of the action; their frustrations are understandable, especially in light of abortive hopes hinged upon the Kohoutek-like glory of the National Institute of Education. As the ancient poet said -- not about NIE, although it might have been --

"Parturient montes nascetur ridiculus mus."[2]

Many educators -- optimists and pacifists -- have murmured support for the myth that education will receive a greater piece of the budget (more money!) when the government establishes peace, slows spending for defense (protective reaction strikes?) and calms civil chaos. During Korea, there was talk of more money for education when that war was over. Indeed, throughout Viet Nam, Cuba, and other peace-keeping activities, the education community was constantly astir with thoughts of additional funding once normalcy returned. Rumors ran rampant of renewed support for research, development, training, underprivileged children, and other good things. Councils were established; programs of peerless purpose and glorious goals lived in genteel poverty waiting for the "government" to extricate itself from the bellicose morass externally and the political quagmire internally. Great plans and grandiose ploys which were begun in delight did indeed end in wisdom--wisdom that: there would be fewer funds for social services; meagre available funds would be drawn into the maelstrom of the inflationary spiral; if southeast Asia ever were calm there would then be a Mid-East or Latin American crisis (or some other); even with impending reductions in everything (except congressional salaries and salubrious spending) predicated on an energy crisis, OPEC was still in the driver's seat. (Who needs sugar for coffee they can't afford?) Then there is wisdom derived from the realities of political chicanery, legerdemain, and even more. Perhaps education should emulate corporations (airlines, milk producers, energy companies and others) and CREEP into politics. Why not hold our own budget hearings and exempt ourselves from Titles IV and IX? (Quod licet Jovis, non licet bovis).

"But soft! What light through yonder window breaks?"[3] Let's review the data. Perhaps -- just perhaps -- history repeats itself. If a trend is evident, educators should take note and work actively to encourage it.

When is the public restless? When don't "panem et circenses" suffice? When do public officials know that they must act? In times of strife, war and crises, that's when. After all, if *you* were an elected official, what would you consider a better palliative for public concern than a program for youth of the nation? (What, besides apple pie, is nobler than helping our children?) Apparently peace does not prompt a propitious piece of the public pie. What national goals might draw public attention from external and internal crises? Let's improve education. That's the answer. External conflicts would be tempests in a teapot; Watergate a limpid leak in the levee! Consider the data in Table I ("Fair is foul and foul is fair")?[4]

There are definite trends and patterns for federal interest in, and funding for, education. Projections of the trends provide educators with guidelines for fomenting, aiding, and abetting conspiracy, revolution, and possibly, even outright conflict. Data suggest that, although the strife can be internal to the nation, it is more effective if other nations are drawn in. (Sell arms to Israel *and* Syria). On the other hand, a carefully contrived coalition among internal crises and conflict, peacekeeping affairs, and outright warfare provides the greatest impetus for education and research. (See Figure 1). (Peace is hell! Fair is foul . . .).

So, educators, what strategy should suffice? The data seem clear. Fire the furnaces of frustrations. Prod the pangs of prejudice. Develop new designs for deceit. In all ways -- fair and foul[5] -- foment dissidence and dissatisfaction. "Double, double toil and trouble; /Fire burn and cauldron bubble."[6] The result? More funds for research, education and social programs. To get a piece of the action we must destroy peace. (Ex nihilo, nihil fit) The prediction? It is obvious. Look for the administration to shower us with funds. Pacem in Terris . . . ?[7]

1.--This is an adaptation of an article that appeared in the *Journal of Irreproducible Results*, XXII, 3 (Winter, 1976). Used with permission.

2.--Quintus Horatius Flaccus. *Ars Poetica*. Line 139.

3.--The Bard, *Romeo and Juliet*, Act II, Scene 2 Line 2.

4.--Any high school senior knows about this.

5.--See above. "Fair is foul and foul is fair."

6.--Shakespeare, Bill, *MacBeth*, IV, 1, 20-21.

7.--This is another case of "It sounds fine in theory, but won't work in practice."

11/83

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TABLE 1

MAJOR FEDERAL EDUCATION ACTS, INCLUDING DATE OF PASSAGE AND MAJOR SOCIAL FORCE

DATE	SOCIAL CONFLICT OR FORCE	ACT OR INVOLVEMENT
1785-1787	Revolution	Northwest Ordinances
1862	Civil War	First Morrill Act
1867	Mexican-American	Aid to State Nautical Schools
1890	Spanish-American	Second Morrill Act: Funds for Instruction in A and M Schools
1917 to 1919	World War I ↕ World War I	Smith-Hughes, Vocational Rehab., Federal Surplus Property--Use of Federal Property in Education Institutions
1933	Depression	School Lunch Programs
1941 to 1944	World War II ↕ World War II	Lanham Act and Amendment--Federal Funds to Impacted Areas; Extension of Vocational Rehab., Surplus Property Servicemen's Readjustment Act (GI Bill)
1950 to 1958	Korea (Sputnik, Sept. 1957)	PL 874, 815--Impact Aid, Coop. Research Act (Introduced in 1954, passed 1956 and funded in 1957). National Defense Education Act., National Science Foundation.
1963 to 1975	Cuba, Vietnam, Racial Crises, Riots, Laos, Cambodia, Student Unrest, Pollution, CREEP, Watergate, Inflation, Energy Crisis, Impoundments, Indictments (ad nauseam).	Higher Education Facilities, Voc. Ed. (88-210), Economic Opportunity Act, ESEA, Higher Education Act, Veteran's Benefit Bill, Adult Education Act, MDTA, Housing and Urban Development, Voc. Ed. of 1968 (90-576), NIE and extension/amendments to Major Acts.
1976 to 1979	Peace* (Recession)? OPEC, Environment, Inflation, Bribes, Mid-East Crises, Sugar, Coffee, Pay Hikes, Energy Crisis	93-380, 94-142, 94-482, 94-194. Education Veto Over-ride, School Lunch Veto Over-ride, etc. (Whew, close!), 95-561, Ed. Dept.
1980-1981	Peace?, Mid-East, Central America, Inflation	ECIA: Block Grants
1982 to 1984	Iran, Nicauragua , Afghanistan, Recession, Inflation, Unemployment, Central America, Grade inflation, Declining Confidence, Drugs, etc. "New Right", KAL-007	"Nation at Risk", Paideia Proposal, Effective Schools, Continuing resolutions, Master Teacher/Principal, State initiatives, Many Reports/Studies/Commissions on Education and Excellence, Merit pay, etc.

*This picture remains cloudy. The previous administration -- actually believing its propaganda, stated that: peace came to the far east and is imminent in other places, economic policies were sound (if N.Y.C. goes, can USA be far behind?), that USA provides world-wide statesmanship and there is n energy (environment, food, moral) crisis -- asked for impoundments, rescissions and deferrals in education in the face of tremendous inflation. This amounts to funding reductions. (The 1975 increase in defense spending was more than the Federal education appropriation - 7.9 billion, and this was true again in 1977 -- and that ain't peanuts!) Congress spends about one-eighth on itself of all that it spends on education -- and doesn't even have to comply with some of its own laws. Thus, as dramaturgists, politicians continue to act out their own farces. Between 1976 and 1984 it doesn't improve!

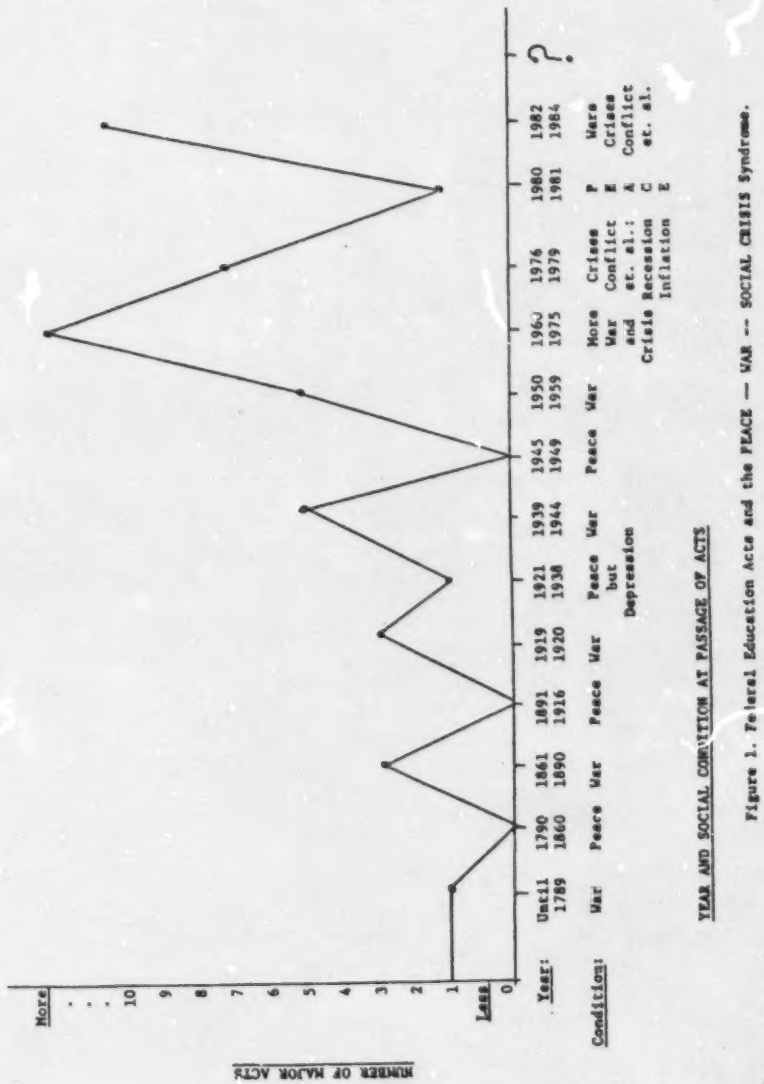

Figure 1. Federal Education Acts and the PEACE — WAR -- SOCIAL CRISIS Syndrome.

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PHI DELTA KAPPA

A PROFESSIONAL EDUCATION FRATERNITY DEDICATED TO THE PROMOTION AND IMPROVEMENT OF PUBLICLY SUPPORTED AND UNIVERSALLY AVAILABLE EDUCATION • (FOUNDED 1906)

OVER

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Public Confidence Experts

The newly appointed Phi Delta Kappa Commission for Improving Public Confidence in Public Schools is seeking nominations of schools and school districts who have demonstrated the capability to win sustained confidence from the constituents they serve. Schools that are nominated will be asked to submit evidence of having gained such confidence. A small nationwide sample of schools and school districts will be selected for in-depth study to gather information that will be the basis for a *Handbook for Improving Public Confidence in Public Schools* which

(THE SCHOOL ADMINISTRATOR FEB 1983 10,3

will be published in 1983 as a guide for school personnel and citizens interested in strengthening public confidence in their schools. Nominations should be sent to William W. Wayson, Chairperson, Phi Delta Kappa Commission on Improving Public Confidence in Schools, 116 Ramseyer Hall, 29 West Woodruff Avenue, Columbus, Ohio 43210.

September 28, 1982

Charles Achilles
Bureau of Educational Res. & Service
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Knoxville, TN 37916

Dear Mr. Achilles:

It is my pleasure to confirm your appointment as a member of the Phi Delta Kappa Commission on Developing Public Confidence in Schools. You already know that this commission has been created pursuant to a proposal submitted by the Ohio State University Chapter.

I appreciate your willingness to serve Phi Delta Kappa. The topic is one to which Kappans participating in PDK's recent councils have given high priority. It is my understanding that the commission's work will start on October 1, 1982 and continue until April, 1984. We look forward to its successful completion.

Sincerely,

Ray Tobiason

Ray Tobiason
International President, PDK

RT:dn

B-1

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PHI DELTA KAPPA COMMISSION
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Lonnie Wagstaff

OVER

Characteristics of Hemispheric Functioning

Hemisphere Reliance

Cognitive Basically Left

Both

Affective Basically Right

LEARNING STYLES	COGNITIVE LEFT SEQUENTIAL	COGNITIVE LEFT LOGICAL	AFFECTIVE RIGHT INTUITIVE	AFFECTIVE RIGHT SPONTANEOUS	?	PSYCHOMOTOR OR CONATIVE
I PRINT-ORIENTED	XX	XX				
II AURAL	XX	X				
III ORAL (INTERACTIVE)	X	X	X(?)			
IV VISUAL			X(?)			
V TACTILE (HAPTIC)						
VI GUSTATORY/ OLFACTORY						
VII MOTOR (OTHERS?)						X[a]

A seminal model for innovative expansion of confidence-building modalities. (XX indicates frequent use; X=some use.) (a) Such things as open house, booster club. Learning styles and basic table from work and discussions with R. L. French, Univ. of TN.

Appendix D

Categories, Definitions, and Examples

Category	Definition	Example
1. Communication	includes any reference to giving or receiving information through the media (oral or written)	a. I read in newspapers about test scores. b. The teacher tells me about class activities. c. Accidents at school are not reported to parents.
2. Community Involvement	includes any reference to the use of community members inclusing parents and/or family members in school activities	a. Senior citizens help students in the classroom. b. Parents enjoy taking part in school activities. c. Schools are closed to parents and others.
3. Academic Programs	includes any references to the overall program or curriculum and/or any specific programs within the overall program	a. Special emphasis is placed on college preparedatory courses. b. The importance of reading is emphasized. c. The curriculum is diverse.
4. Non-Academic Programs	includes references to any extra curricula programs and school related programs outside the academic program	a. Athletic teams are successful. b. Extra-curricular programs extend and enhance other programs. c. The band, chair and athletic teams are emphasized too much.
5. Student/Teacher Ratio	any reference to the number of teachers per student or classroom size	a. The classrooms are not crowded. b. The teacher has time to give individual attention.
6. Career/Higher Education Readiness	includes any reference to preparation for college or schools after high school and/or the world of work	a. Students are prepared for current job markets. b. See students applying what they have learned in the world of work. c. A low percentage of students go to college?
7. Staff Quality	includes any reference to the education, training or professional credentials of any staff member including support staff	a. The school has quality teachers. b. School support staff helps students. c. Lazy, incompetent teachers are fired.
8. Instructional Quality	any reference to the actual teaching in classroom	a. Children are getting individual attention b. Students are taught good study habits. c. Children's homework is too difficult.
9. Materials/Equipment	any reference to school materials and/or equipment	a. My child has updated books. b. Library books are in good shape. c. The school does not have modern equipment
10. Buildings/Facilities	any reference to school buidlings and/or facilities	a. The school building is clean and organized. b. General maintanence of building is good. c. School facilities are not kept in good condition.
11. Teacher/Administrator Ratio	any reference to the number of teachers and/or administrators	a. The district has a good balance of administrators and teachers. b. The district has too many teachers. c. The school has more administrators than teachers.

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12. Discipline	any reference to student behavior	a. Things are quiet and orderly on the school. b. Drugs and alcohol are controlled. c. Smoking is discouraged.
13. Academic Performance	any reference to student performance academically and/or how well they do on tests	a. When students perform well on tests as compared to state and nationwide. b. The school has high test scores. c. Children cannot read.
14. Student Attitudes	any reference to how a student feels or thinks or acts about school or school work and/or activities	a. My child enjoys school. b. My child feels that a teacher is unnecessarily harsh. c. Students do not respect teachers.
15. Teacher Attitudes	any reference to how teachers, feel, think, or act	a. Teachers are disinterested in students. b. Teachers place blame on everyone but themselves. c. Teachers go on strike.
16. Administrator Attitudes	any reference to how administrators think, feel or act	a. Academic classes are cancelled for sports activities. b. School administration do not show interest in hiring quality staff. c. Administrators and teachers bicker in public.
17. Community Attitudes	any reference to how community members, including parents, think, feel or act	a. Too many people go to school board with problems. b. School levies do not pass. c. Parents do not support the school.
18. Decision Making Process	any reference that includes making decisions about school programs, activities, or student and/or school staff	a. Programs are cut. b. Inappropriate and poor decisions are made. c. School and board decisions are student oriented.
19. Funding	any reference to how schools receive and spend money	a. When schools have sound financies. b. When good programs have budgets cut. c. There never seems to be enough money.
20. Politics	any reference to school or district politics	a. Politics get in the way of education. b. School board members politic instead of working for students. c. When politics become involved with schools.
21. Equal Opportunities	any reference to equal opportunity	a. When schools provide equal opportunity to all. b. All students are given equal opportunity. c. When all students are not treated equally.
22. Salaries	any reference to school staff salaries	a. Teachers are paid adequately. b. School staff members are having salary problems. c. Staff members are given merit raises.
23. Miscellaneous	any comment that did not fit in any other category	a. The focus of public schools is to downgrade private schools. b. There is no confidence in our local school district. c. Bussing takes place.

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